

# **NAPSR Perspective**

## **PUBLIC AWARENESS PLAN (PAP) PROGRAM COMPLIANCE**

**Don Ledversis  
Gas Pipeline Safety  
RIDPUC  
Oct. 20, 2010**



*National Association of Pipeline Safety Representatives*

- **An association of 52 State pipeline safety agencies (2 agencies cover liquids only)**
- **Covers all states + DC & PR, except AK and HI**
- **States have over 325 inspectors**
- **Inspecting 78% of 2.3 million miles of pipelines**
- **On average 5,500 miles / inspector**
- **~ 9,000 operators**

# **NAPSR Members on Ad Hoc Team**

- **Leo Haynos (KS)\* – Central Region**
- **Don Ledversis (RI) – Eastern Region**
- **Ron Law (ID) – Western Region**
- **Larry Borum (TN) – Southern Region**
- **James Mergist (LA) – Southwest Region**
- **Mike Smith (NM) – Alternate**
- **David Lykken (WA) -- Alternate**

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\* Chair of NAPSR team

# **AD Hoc Team Objectives**

- **Develop an inspection form: more, more, and more, questions**
- **Develop question guidance**
- **Develop FAQ's and post on the PHMSA website**
- **Train all USA inspectors for consistency**
- **Institute inspections by end of 2010.**

PUBLIC AWARENESS PROGRAM PROCEDURES (Also in accordance with API RP 1162)			S	U	N/A	N/C
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	.616(d)	The operator's program must specifically include provisions to educate the public, appropriate government organizations, and persons engaged in excavation related activities on:				
		(1) Use of a one-call notification system prior to excavation and other damage prevention activities;				
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		(4) Steps to be taken for public safety in the event of a gas pipeline release; and				
		(5) Procedures to report such an event (to the operator).				
	.616(e)	The operator's program must include activities to advise affected municipalities, school districts, businesses, and residents of pipeline facility locations.				
	.616(f)	The operator's program and the media used must be comprehensive enough to reach all areas in which the operator transports gas.				
	.616(g)	The program must be conducted in English and any other languages commonly understood by a significant number of the population in the operator's area?				
	.616(h)	IAW API RP 1162, the operator's program should be reviewed for effectiveness within four years of the date the operator's program was first completed. <u>For operators in existence on June 20, 2005</u> , who must have completed their written programs no later than June 20, 2006, the first evaluation is due no later than <b>June 20, 2010</b> .				
	.616(j)	Operators of a master meter or petroleum gas systems (unless the operator transports gas as a primary activity) must develop/implement a written procedure to provide its customers public awareness messages <u>twice annually</u> that includes: (1) A description of the purpose and reliability of the pipeline; (2) An overview of the hazards of the pipeline and prevention measures used; (3) Information about damage prevention; (4) How to recognize and respond to a leak; and (5) How to get additional information.  (See this subpart for requirements for master meter or petroleum gas system operators not located on property controlled by the operator.)				

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# The History of Public Awareness



# 192.616

## March 14, 1994

### Amendment #71

#### **§192.616 Public education.**

Each operator shall establish a continuing educational program to enable customers, the public, appropriate government organizations, and persons engaged in excavation related activities to recognize a gas pipeline emergency for the purpose of reporting it to the operator or the appropriate public officials. The program and the media used must be as comprehensive as necessary to reach all areas in which the operator transports gas. The program must be conducted in English and in other languages commonly understood by a significant number and concentration of the non-English speaking population in the operator's area.



# 49 CFR 192 Effective Date March 14, 1994 per Amendment #71

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# 192.616 May 5, 2005 Amendment #99

- (a) Except for an operator of a master meter or petroleum gas system covered under paragraph (j) of this section, each pipeline operator must develop and implement a written continuing public education program that follows the guidance provided in the American Petroleum Institute's (API) Recommended Practice (RP) 1162 (incorporated by reference, see § 192.7).
- (b) The operator's program must follow the general program recommendations of API RP 1162 and assess the unique attributes and characteristics of the operator's pipeline and facilities.
- (c) The operator must follow the general program recommendations, including baseline and supplemental requirements of API RP 1162, unless the operator provides justification in its program or procedural manual as to why compliance with all or certain provisions of the recommended practice is not practicable and not necessary for safety.
- (d) The operator's program must specifically include provisions to educate the public, appropriate government organizations, and persons engaged in excavation related activities on:
  - (1) Use of a one-call notification system prior to excavation and other damage prevention activities;
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  - (4) Steps that should be taken for public safety in the event of a gas pipeline release; and
  - (5) Procedures for reporting such an event.
- (e) The program must include activities to advise affected municipalities, school districts, businesses, and residents of pipeline facility locations.
- (f) The program and the media used must be as comprehensive as necessary to reach all areas in which the operator transports gas.
- (g) The program must be conducted in English and in other languages commonly understood by a significant number and concentration of the non-English speaking population in the operator's area.
- (h) Operators in existence on June 20, 2005, must have completed their written programs no later than June 20, 2006. The operator of a master meter or petroleum gas system covered under paragraph (j) of this section must complete development of its written procedure by June 13, 2008. Upon request, operators must submit their completed programs to PHMSA or, in the case of an intrastate pipeline facility operator, the appropriate State agency.
- (i) The operator's program documentation and evaluation results must be available for periodic review by appropriate regulatory agencies.
- (j) Unless the operator transports gas as a primary activity, the operator of a master meter or petroleum gas system is not required to develop a public awareness program as prescribed in paragraphs (a) through (g) of this section. Instead the operator must develop and implement a written procedure to provide its customers public awareness messages twice annually. If the master meter or petroleum gas system is located on property the operator does not control, the operator must provide similar messages twice annually to persons controlling the property. The public awareness message must include:
  - (1) A description of the purpose and reliability of the pipeline;
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# **API RP 1162**

**American Petroleum Institute**

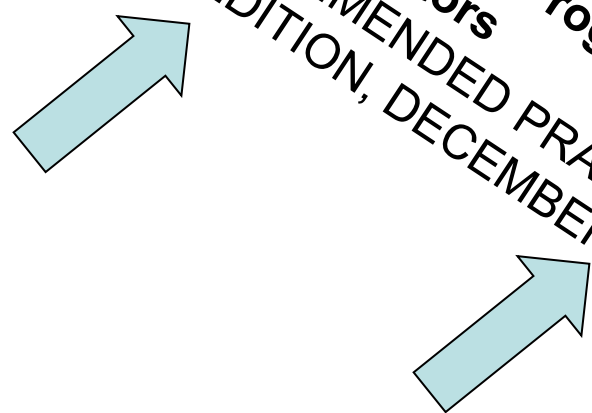
**Recommended Practice**

# **NAPSR View of API RP1162**

- **1162 is a conceptual document on how to conduct a marketing campaign in pipeline safety. It gives a general direction but not a clear path...**

# 70 pages long

**Public Awareness Programs for  
Pipeline Operators**  
API RECOMMENDED PRACTICE 1162  
FIRST EDITION, DECEMBER 2003





**1.) 2<sup>nd</sup> Version is due out by the end of the year but has not been adopted by reference.**

**2.) First 30 pages are the body of the document**

**3.) Next 45 pages are the  
Appendixes and a sample  
evaluation form.**

**4.) Available at [www.api.org](http://www.api.org) for  
only \$93**



When a standard is adopted by reference by PHMSA

All the “Should’s” now become  
“Shalls”

There are 229 “Should”  
statements! 23 on just one  
page!

Do I have to follow every “Should” statement now that it is a “Shall” statement?

# **Stakeholder Groups**

The affected public—i.e. residents, and places of congregation (businesses, schools, etc.) The affected public—i.e. along the pipeline and the associated right-of-way (ROW);

Local and state emergency response and planning agencies [i.e. State and County Emergency Management Agencies (EMA) and Local Emergency Planning Committees (LEPCs)];

Local public officials and governing councils;

Excavators.



# API RP 1162 Message Delivery

Table 2-1 - Summary Public Awareness Communications for Hazardous Liquids and Natural Gas Transmission Pipeline Operators

Stakeholder Audience	Message Type	Delivery Frequency	Delivery Method and/or Media
<b>2-1.1 Affected Public</b>			
Residents located along transmission pipeline ROW and Places of Congregation	<b>Baseline Messages:</b> <ul style="list-style-type: none"> <li>Pipeline purpose and reliability</li> <li>Awareness of hazards and prevention measures undertaken</li> <li>Damage prevention awareness</li> <li>One-call requirements</li> <li>Leak recognition and response</li> <li>Pipeline location information</li> <li>How to get additional information</li> <li>Availability of list of pipeline operators through NPMS</li> </ul>	<b>Baseline Frequency = 2 years</b>	<b>Baseline Activity:</b> <ul style="list-style-type: none"> <li>Targeted distribution of print materials</li> <li>Pipeline markers</li> </ul>
	<b>Supplemental Message:</b> <ul style="list-style-type: none"> <li>Information and/or overview of operator's Integrity Management Program</li> <li>ROW encroachment prevention</li> <li>Any planned major maintenance/construction activity</li> </ul>	<b>Supplemental Frequency:</b> Additional frequency and supplemental efforts as determined by specifics of the pipeline segment or environment	<b>Supplemental Activity:</b> <ul style="list-style-type: none"> <li>Print materials</li> <li>Personal contact</li> <li>Telephone calls</li> <li>Group meetings</li> <li>Open houses</li> </ul>
Residents near storage or other major operational facilities	<b>Supplemental Message:</b> <ul style="list-style-type: none"> <li>Information and/or overview of operator's Integrity Management Program</li> <li>Special incident response notification and/or evacuation measures <i>if</i> appropriate to product or facility</li> <li>Facility purpose</li> </ul>	<b>Supplemental Frequency:</b> Additional frequency and supplemental efforts as determined by specifics of the pipeline segment or environment	<b>Supplemental Activity:</b> <ul style="list-style-type: none"> <li>Print materials</li> <li>Personal contact</li> <li>Telephone calls</li> <li>Group meetings</li> <li>Open houses</li> </ul>

# 192.616 Dec.13, 2007 Amendment #105

**(j) Unless the operator transports gas as a primary activity, the operator of a master meter or petroleum gas system is not required to develop a public awareness program as prescribed in paragraphs (a) through (g) of this section. Instead the operator must develop and implement a written procedure to provide its customers public awareness messages twice annually. If the master meter or petroleum gas system is located on property the operator does not control, the operator must provide similar messages twice annually to persons controlling the property. The public awareness message must include:**

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**Carmichael, Mississippi**

**November 1, 2007**



**Dixie Pipeline, Liquid Propane**

**1405 psi**

**2 Deaths, 7 injuries**





# NTSB Investigation

The caller reported that a gas explosion had occurred somewhere around the area and that smoke and gas surrounded the house. When asked if there was fire, the caller said that she did not see any fire but she saw a white cloud and smelled gas. The 911 operator told the caller that an emergency responder would be sent. The operator did not tell the caller to get out of the house and run away from the smoke. The call lasted 1 minute 20 seconds. The house at this address was subsequently identified as the house in which one of the two fatalities was discovered.

# **NTSB Investigation**

**API RP 1162 lists examples of emergency officials and stakeholders that pipeline operators should invite to participate in their PAP program.**

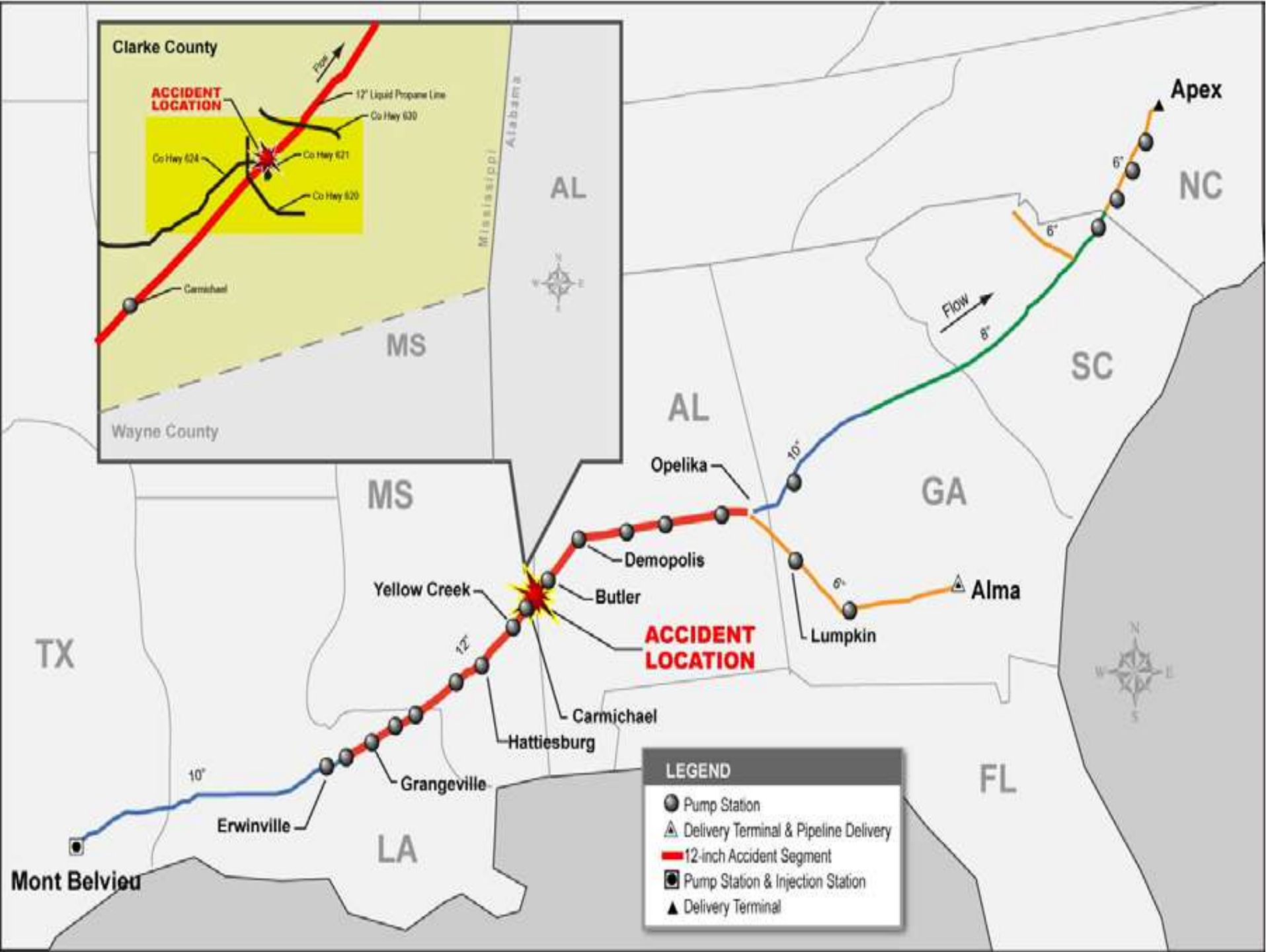
**The recommended list of stakeholders does not include 911 emergency call and dispatch centers...**

# NTSB Investigation

**Safety Literature Distribution.** The core element of Dixie's public education program was the distribution of safety literature to identified stakeholders that include residents, businesses, emergency response agencies, excavators, and public officials. Under the plan, Dixie mailed pipeline public awareness and safety literature each year to all emergency response officials and excavators in the county, every 2 years to the residents and businesses located within 1 mile on either side of the pipeline, and every 3 years to public officials within the county.

Dixie did not mail the literature itself; instead, it relied upon contractors to acquire the mailing data and mail the literature. Dixie did not exercise any oversight of its contractors to ensure that the mailings were accurate, nor did Dixie survey residents and businesses about the content of the mailings to determine their effectiveness.





On November 4, 2007, 3 days after the accident, Dixie's public awareness and damage prevention coordinator discovered that 10 addresses on County Road 621 were missing from the mailing data used by Paradigm in the May 2007 mailing. The 10 addresses included those of the houses and one business on County Road 621 that were destroyed and most heavily damaged in the Carmichael accident. Also, the houses on County Road 621 that were missed in the 2007 mailing included the homes of the two fatalities.

# **NTSB Recommendation**

**Initiate a program for pipeline operators' to self-evaluate the effectiveness of their public education programs.**

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# **Annual Audit per 1162**

The PAP evaluation annual audit can use one of the three acceptable methods:

1. internal assessment,
2. 3rd-party contractor review,
3. Regulatory inspections

If not, operator provides valid justification for not using one of these methods.



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**Language demographics are  
available at [www.census.gov](http://www.census.gov)  
for FREE!**



# Products of Combustion



- What if my program evaluation shows I reached 96% of my audience is that good enough?



# Implement Continuous Improvement

- **Step 12. Implement Continuous Improvement**
- Determine program changes or modifications based on results of the evaluation to improve effectiveness. Program changes may be areas such as: audience, message type or content, delivery frequency, delivery method, supplemental activities or other program enhancements. Document program changes.
- Determine future funding and internal and external resource requirements resulting from program changes made.
- Implement changes.
- **Return to Step 5; Initiate new cycle for updating the Public Awareness Program.**

The figurative description of the program development process is shown below, highlighting the continuous nature of the development, implementation and evaluation process.

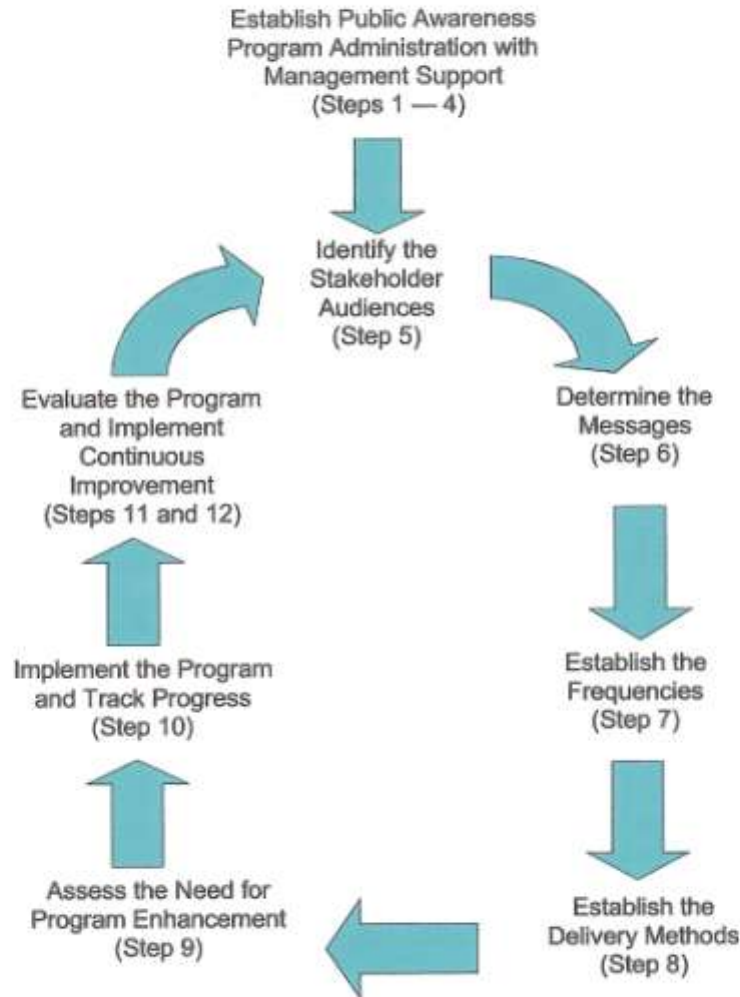


Figure 2-1—Public Awareness Program Process Guide



# Questions?

